



# CHAIRMAN OF THE JOINT CHIEFS OF STAFF MANUAL

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J-5

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CJCSM 3130.01A

25 November 2014

## CAMPAIGN PLANNING PROCEDURES AND RESPONSIBILITIES

References: See Enclosure H

1. Purpose. Set forth procedures and responsibilities for the preparation of strategies and campaign plans directed in references a, b and c.
2. Superseded/Cancellation. Supersedes Chairman of the Joint Chiefs of Staff Manual (CJCSM) 3130.01, dated 31 August 2012.
3. Applicability. Applies to the Combatant Commands (CCMDs), component commands, joint task forces, subordinate components of these commands, the Joint Staff, Service headquarters (U.S. Coast Guard inclusive when on active duty with the U.S. Navy), designated Defense agencies, and the National Guard Bureau (NGB). This manual shall be followed except when, in the judgment of the supported Combatant Commander (CCDR), exceptional circumstances necessitate otherwise. In such cases, the supported CCDR will notify the Chairman of the Joint Chiefs of Staff (the "Chairman") who will communicate the authorized exceptions to the joint planning and execution community (JPSC). If conflicts arise between the contents of this manual and the contents of Service directives, this manual will take precedence for joint forces unless the Chairman has provided more current and specific guidance.
4. Procedures. The Guidance for Employment of the Force (GEF) and the Joint Strategic Capabilities Plan (JSOPP), references b and c respectively, task the CCMDs to conduct comprehensive campaign planning to achieve the objectives directed by the President and Secretary of Defense (the "Secretary"). Procedures for developing strategy and for planning, executing, assessing, and reviewing campaigns differ from the joint operation planning process (JOOPP) per the guidance in this manual.
5. Responsibility. The Director, Strategic Plans & Policy, Joint Staff (J-5), acting for the Chairman, provides for the preparation and review of plans as

directed by reference d. CCDRs will prepare and maintain campaign plans in accordance with this and related directives.

6. Summary of Changes. This manual has been rewritten in its entirety. Guidance on strategy development, campaign planning, execution and assessment, and campaign plan review has been expanded. To be consistent with the pending 2014 GEF, the term "end state" in the context of campaign planning has been replaced with "objective."

7. Releasability. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on NIPRNET. DOD Components (to include the Combatant Commands), other Federal agencies and the public, may obtain copies of this directive through the Internet from the CJCS Directives Electronic Library at <[http://www.dtic.mil/cjcs\\_directives](http://www.dtic.mil/cjcs_directives)> JS activities may also obtain access via the SIPR directives Electronic Library Websites.

8. Effective Date. This MANUAL is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff



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Director, Joint Staff

Enclosures:

- A - Construct
- B - Strategy
- C - Planning
- D - Execution
- E - Assessment
- F - Review
- G - Responsibilities
- H - References
- GL - Glossary

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ENCLOSURE A

CONSTRUCT

1. Introduction

- a. By direction of the President in the Unified Command Plan (UCP), direction and guidance of the President and the Secretary in the GEF, and direction and guidance of the Chairman in the JSCP, each CCDR prepares a strategy and campaign plan in the context of national security and foreign policy goals.
- b. Strategy prioritizes the CCMD's efforts within and across theaters and functional and global responsibilities; and considers all means and capabilities available in the design of the CCMD's operations, activities, and investments<sup>1</sup> to achieve the Department's objectives and complement related U.S. Government (USG) efforts over a timeframe of approximately 5 years.
- c. In this construct, CCDRs and their planners develop strategy and plan campaigns to integrate joint operation planning with national level resource planning and policy formulation.

2. Campaign Plans

- a. Geographic Combatant Commanders (GCCs), as directed in the UCP, GEF, and JSCP, prepare campaign plans for their UCP-assigned area of responsibility (AOR) and are responsible for integrating the planning of designated missions assigned to functional Combatant Commanders (FCCs) into their theater campaigns.
- b. FCCs, as directed in the UCP, GEF and JSCP, prepare campaign plans for their UCP-assigned missions and responsibilities and are responsible for synchronizing (See references a, b, c and e for additional guidance on synchronizing) planning across CCMDs, Services, and Defense agencies for designated missions.
- c. CCDRs document the full scope of their campaigns in the set of plans that includes the campaign plan, and all of its GEF- and JSCP-directed plans, subordinate and supporting plans, posture or master plans, country plans (for

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<sup>1</sup> Investment includes capital outlay for real property or infrastructure on locations, sites, or bases of DoD's global defense posture to secure basing, access, transit, transportation and distribution capacity; and appropriated funds employed by the CCMDs on the footprint of theater posture.

the geographic CCMDs), operation plans of operations currently in execution, contingency plans, and crisis action plans.

(1) Campaign activities are outlined in the campaign plan, are conducted routinely throughout the campaign, and are designed to have shaping and/or deterrent effects.

(2) Phase 1 Deter operations are outlined in contingency plans, are outside the scope of the campaign's routine operations and activities, and are executed on order.

(3) When a contingency or crisis action plan(s) is ordered into execution, the operation is assumed into the theater/functional campaign(s).

### 3. Contingency Plans

a. Contingency plans are branches of campaign plans that are deliberately planned for designated threats, catastrophic events, and contingent missions without a crisis at-hand, pursuant to the direction in the UCP, GEF, and JSCP, and of the CCDR. Contingency plans are nested within campaign plans by designing the campaign to contribute to preventing, preparing for, and mitigating the contingencies.

b. Resource informed contingency plans account for the availability and readiness of the force, the capacity and capability of the logistics and transportation systems, preferred munitions availability, and the operational contract support required to execute the plans.

c. The GEF and JSCP may direct multiple CCMDs to prepare contingency plans for a designated threat or problem set. The Secretary establishes support relationships in his planning guidance; and the Chairman organizes the JPEC to enable the supported and supporting CCDRs to plan these joint operations.

d. Planners use the JOPP to plan contingency operations. See reference e for additional guidance on joint operation planning.

### 4. Subordinate and Supporting Plans

a. CCMDs and subordinate unified commands prepare subordinate campaign plans for regions or functions, as the CCDR considers necessary to carry out the missions assigned to the command and as directed in the GEF and JSCP.

b. Component commands prepare supporting plans at the discretion of the component commander or CCDR. Supporting plans should be coordinated

with the Military Departments / Services and may include organize, train and equip responsibilities such as exercises, readiness, interoperability, and capabilities development.

c. The Military Departments / Services prepare Service campaign support plans (CSPs) at the discretion of their Secretaries or Service Chiefs, or as directed in the GEF and JSCP. Service CSPs integrate Title 10 programs with security assistance programs and Service component command operations, activities and investments to support CCMD campaigns. Service CSPs should be coordinated with the supported CCMDs through the Service components.

d. Defense agencies prepare CSPs at the discretion of the head of agency that integrate their Title 10, Title 22, Title 32 and Title 50 programs and activities to support CCMD campaigns, or as directed in the GEF and JSCP.

e. The NGB prepares a CSP at the discretion of the Chief of the NGB, in coordination with the Services, CCMDs, and States, that outlines activities to be conducted in support of CCMD campaigns, or as directed in the GEF and JSCP. The NGB coordinates with the States for the development of complex catastrophe plans for the National Guard in its non-federalized role. See reference f for additional guidance on NGB support to CCMD campaigns.

f. See reference e for additional guidance on supporting plans.

## 5. Posture Plans

a. Geographic CCMDs prepare theater posture plans (TPPs), as directed in the GEF and JSCP, which outline their posture strategy, link national and theater objectives with the means to achieve them, and identify posture requirements and initiatives to meet campaign objectives.

b. The TPP is the primary document used to advocate for changes to posture and to support resource decisions, the posture management process, and Departmental oversight responsibilities. It describes the forces, footprint, and agreements present in a theater. It delineates the CCMD's posture status, with gaps, risks, and required changes substantiated by national and theater strategy, and proposes initiatives that address challenges. The status of the CCMD's compliance with GEF and JSCP posture guidance should be clearly articulated.

c. TPPs also address the overseas posture requirements of other DoD stakeholders in theater. Stakeholders include other geographic CCMDs, the functional CCMDs, the Military Departments, Defense agencies, and non-Defense agencies and Field Activities. Geographic CCMDs coordinate their TPPs, per reference c, with these stakeholders to incorporate their requirements.

- d. Functional CCMDs prepare posture plans to enable their assigned missions and support the geographic CCMDs. U.S. Special Operations Command (USSOCOM) prepares a Global special operations forces Posture Plan, U.S. Strategic Command prepares a Strategic Infrastructure Master Plan, and U.S. Transportation Command (USTRANSCOM) prepares its EnRoute Infrastructure Master Plan. Each plan includes a strategic narrative that assesses posture gaps, associated risks, and posture initiatives recommended to address those gaps/risks. These plans are coordinated with the geographic CCMDs, per reference c, to facilitate consideration and incorporation of functional requirements into the TPPs.
- e. The Global Posture Executive Council (GPEC) is DoD's senior posture governance body. The GPEC facilitates senior leader posture decision-making, enables the CCMDs, Military Departments and Services, and Defense agencies to collaborate in the Department's global defense posture planning, and oversees the implementation and assessment of the Department's posture plans. The Joint Staff J-5, in coordination with Office of the Under Secretary of Defense for Policy (OUSD(P)), annually provides GPEC-endorsed Posture Guidance to guide the development of posture plans.
- f. See references b and c for additional guidance on posture planning.

## 6. Country Plans

- a. Geographic CCMDs prepare selected country plans<sup>2</sup> in collaboration with their respective Senior Defense Officials/Defense Attachés (SDOs/DATTs), security cooperation organizations (SCOs), Services, and Defense agencies. Country plans are informed by the CCMDs' and others' assessments, are nested within campaign plans by designing country objectives to support campaign objectives, and complement the campaign's activities.
- b. A country plan describes how the CCMD, working with the U.S. country team, will engage with the partner country, utilize required resources to achieve both U.S. and partner country security objectives, and the role the partner has agreed to play or is expected to play in the campaign; and, it must be consistent with the bilateral security agreements that govern the U.S.-partner country relationship.
- c. In preparing a country plan, planners are informed by the Department of State's (DOS's) Joint Regional Strategy, the Integrated Country Strategy (ICS) and, if applicable, the U.S. Agency for International Development's (USAID's) Country Development Cooperation Strategy.

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<sup>2</sup> Also known as country cooperation plans or country security cooperation plans.

d. A country plan complements its corresponding ICS. The ICS is the Chief of Mission's (COMs) ways and means to integrate all USG activities in-country over a timeframe of 3 years to achieve the Mission's goals.

## 7. Security Cooperation Planning

a. Security cooperation comprises DoD activities, including DoD interactions with foreign defense and security establishments and DoD-administered security assistance programs, to encourage and enable international partners to take action in support of U.S. goals; provide the United States with access to territory, information, and resources; and develop and apply capability and capacity consistent with U.S. defense objectives.

b. Security cooperation activities, formerly outlined in Theater Engagement Plans, are now in the CCMDs' campaign, posture, and country plans and the supporting plans of the components, Services, Defense agencies, and NGB. Training, exercises, military engagement, experimentation, education, personnel exchanges, counter- and non-proliferation activities, counternarcotics activities, armaments cooperation, information sharing and intelligence cooperation, defense institution building, security assistance programs, and all other security cooperation activities are included in the operations, activities, and investments of a campaign.

c. Security assistance (see Glossary) refers to Title 22-funded programs administered by DoD by which the USG provides defense articles, military training, and other defense-related services to foreign nations by grant, loan, credit, or cash sales to advance U.S. national policies and objectives.

Examples of security assistance programs are the Foreign Military Sales Program, the Foreign Military Financing Program, the International Military Education and Training Program, the Economic Support Fund, and commercial sales licensed under the Arms Export Control Act. Security assistance programs that require political-military decisions, statutory authorities, and DoD-provided transportation/distribution are critical in security cooperation planning.

d. All DoD components will use the Global-Theater Security Cooperation Management Information System (G-TSCMIS) to plan and account for their security cooperation activities and security cooperation activity costs. Use of G-TSCMIS enhances visibility of the range of security cooperation activities across DoD components, facilitates tracking of resources spent on security cooperation, to include operation and maintenance, and promotes the exchange of best practices.

e. See reference g for additional guidance on security cooperation planning.

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ENCLOSURE B

STRATEGY

1. Theater and Functional Strategy

- a. Strategy is a broad statement of the GCC's long-term vision for the AOR and the FCC's long-term vision for the global employment of functional capabilities guided by and prepared in the context of the Secretary's priorities. Strategy links national strategic guidance to joint operation planning.
- b. Strategy includes a description of the factors and trends in the environment key to the achievement of the CCMD's objectives, the CCDR's approach to applying military power in concert with the other instruments of national power in pursuit of the objectives, the resources needed, and the risks inherent in implementation.

2. Strategic Estimate

- a. The CCDR and staff, with input from subordinate commands and supporting commands and agencies, prepare a strategic estimate by analyzing and describing the political, military, and economic factors and trends, and the threats and opportunities that facilitate or hinder achievement of the objectives over the timeframe of the strategy.
- b. Strategic estimates are maintained throughout the year and are used to provide annual inputs to the Chairman's Comprehensive Joint Assessment (CJA).

3. Ends. CCDRs use the Secretary's GEF-directed objectives and priorities, and relevant national, functional, and partner strategies, as well as their own strategic estimates, in developing their strategies' ends. GEF-directed objectives are designed to support U.S. national security objectives and to be militarily achievable within a planning horizon of 5 years. CCDRs must use the Secretary's prioritization to guide the order in which they employ limited resources, accepting risk on lower priority objectives before accepting risk on higher priority objectives.

#### 4. Ways

a. The strategic approach describes the ways that the CCDR will employ the command's total joint force<sup>3</sup> along with other instruments of national power to advance toward its objectives. Although military operations, activities, and investments may achieve some objectives without the involvement of non-DoD agencies, the commander's strategic approach should be complementary with partner agencies' national security and foreign policy efforts.

b. During the development of the strategic approach, planners identify shortfalls in required resources and authorities. Often, required resources are not available or the approach requires authorities beyond those presently granted the commander. If the CCDR determines that insufficient resources or a lack of authorities put the approach at risk, then:

- (1) The approach must be re-designed; or,
- (2) The risk must be brought to the attention of the Secretary; and/or,
- (3) The directed objectives must be re-examined with the Secretary.

#### 5. Means

a. The strategy's means are the resources and authorities required to conduct the strategic approach.

b. If there is a reasonable expectation that required means will not become available, then the CCMD must develop an alternative approach within the means that are available or can reasonably be expected to become available. The CCDR must take unresolved issues of means to the Department's senior leaders. The CCMD staff provides the CCDR with the analysis needed to illustrate the shortcomings made evident by their planning.

c. Some of the means may come from non-U.S. Actors such as key partners or international organizations. Opportunities for such assistance should be identified but not relied upon. Specific access agreements should be highlighted in association with the operations or activities they support.

d. See the GEF for the Secretary's direction on prioritizing available means in line with the priority of the objectives.

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<sup>3</sup> The four major constituent elements of all Services: the active component, the reserve component, the civilian workforce, and the contractor base.

## 6. Risk

- a. CCDRs assess how strongly U.S. interests are held within their AOR, how those interests can be threatened, and their ability to execute assigned missions to protect them. This is documented in the CCDR's strategic estimate and in the annual submission to the CJA.
- b. CCDRs and the Department's senior leaders work together to reach a common understanding of integrated risk,<sup>4</sup> decide what risk is acceptable, and minimize the effects of accepted risk by establishing appropriate risk controls.
- c. For strategic risk, CCDRs identify the probability and consequence of near (0-2 yr) and mid-term (3-7 yr) strategic events or crises that could harm U.S. national interests; and, they identify the impacts of long-term (8-20 yr) trends and future adversary capabilities.
- d. For military risk,<sup>5</sup> risk to mission is the impact of the difference between required and available capability, capacity, readiness, plans, and authorities on the CCMD's ability to execute assigned missions. Its assessment includes, but is not limited to:
  - (1) Future Years Defense Program (FYDP) budgetary priorities, tradeoffs, or fiscal constraints.
  - (2) Deficiencies and strengths in force capabilities identified during preparation and review of campaign and contingency plans.
  - (3) Projected readiness of forces required to execute the campaign in future years.
  - (4) Assumptions or plans about contributions or support of:
    - (a) other USG agencies
    - (b) alliances, allies, and other friendly nations
    - (c) contracted support
  - (5) Changes in enemy/threat capabilities identified during the preparation of the strategic estimate and intelligence products, or the ongoing assessments.

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<sup>4</sup> Integrated risk is the strategic risk assessed by the CCMD at theater level combined with the military risk.

<sup>5</sup> Military risk is the risk to mission assessed by the CCMD combined with the risk to the force assessed by the Services.

7. Policy-Strategy Dynamic

- a. Military strategy is derived from national policy and must respond to changing policy and conditions. Policy may evolve as the campaign strategy is implemented or may change direction in reaction to unfolding events.
- b. Strategic guidance, especially during crisis, is often ambiguous, unclear, and incomplete. The CCDR, in dialogue with the Secretary, must be able to clarify the policy goals to be served by the military strategy.
- c. As policy changes, planners revisit their strategic estimate and their strategic approach to verify continued alignment of that approach with their directed objectives. They may propose new objectives based on emerging policy constraints and/or shifting resources.
- d. CCDRs inform Defense and national policy makers of changes in their AOR, functional area, or domain that affect policy decisions and advise on the potential outcomes of proposed policy changes. In the policy making process, CCDRs should be able to describe what military power can achieve, in what timeframe, at what cost, and at what risk.

ENCLOSURE C

PLANNING

1. Purpose and Format

- a. A campaign plan operationalizes the CCDR's strategy by organizing and aligning all operations, activities, and investments with resources to achieve the CCMD's objectives and complement related USG efforts in the theater, functional area, or domain over an approximate 5-year time frame.
- b. The format of a campaign plan is the Adaptive Planning and Execution System (APEX) basic operation plan format tailored by the CCMD with posture and country plans organized and formatted as annexes and appendices of the campaign plan. Other GEF- and JSCP-directed campaign plans and subordinate and supporting plans may be organized and formatted within the campaign plan or as stand-alone plans.

2. Developing the Campaign Plan

a. Understand the Strategic Guidance

- (1) The UCP, GEF, and JSCP are the core strategic guidance directives for campaign planning. Planners must use these three directives as a set.
- (2) The periodic revisions of the UCP, GEF, and JSCP are the Department's analyses of the missions, responsibilities, and planning tasks to be assigned to the CCMDs. The strategic guidance development process is part of the campaign planning process.
- (3) The National Security Strategy, the National Defense Strategy/Quadrennial Defense Review Report, and the National Military Strategy help place campaign and contingency planning guidance in the national context.
- (4) Functional strategies, such as those for Operating in Cyberspace, Countering weapons of mass destruction, and Counter Terrorism, are published by the Secretary and should be used to inform campaign planning.
- (5) Planners should examine the strategic guidance documents of DoD's interagency partners to understand USG interests and foreign policy and law enforcement objectives beyond the DoD's national security interests and objectives. See especially DOS's Joint Regional Strategies.

(6) International law and the laws and policies of governments and organizations with governing interests in the CCMD's activities must be considered.

b. Understand the Operational Environment

(1) Planners utilize their strategic estimate, the annually produced Joint Intelligence Estimate (JIE), biennially produced Joint Strategic Assessment, intelligence estimates produced through the joint intelligence preparation of the operational environment process, and relevant reports and sources to analyze their CCMD's operational environment. They may also request and utilize Defense Intelligence Agency (DIA) produced Theater Intelligence Assessments.

(2) Planners identify (among many important items):

(a) Current and projected threats to U.S. interests.

(b) USG agencies, especially on the country teams, in the CCMD's AOR or functional areas or domains and how their efforts impact the campaign plan.

(c) Treaties and agreements such as Status of Forces Agreements, Host Nation Support Agreements, and Acquisition Cross Service Agreements that affect the campaign plan.

(d) Transportation and logistics infrastructure, especially constraints and restraints.

(e) The willingness and capability of partners and potential partners with complementary objectives and forces to support U.S. interests.

(f) Threats to partners and their neighboring countries and the operational demands the threats impose on their national security capabilities.

(g) Friendly and neutral actors who may mitigate the actions of those opposed to USG efforts.

(h) Security, diplomatic, and economic actors with interests and strategic goals in the AOR or functional area or domain.

c. Frame the Problem Set<sup>6</sup>

(1) Frame the problem set by describing the differences between current conditions and the conditions necessary and sufficient to achieve the GEF-directed objectives. In the context of building mil-to-mil relationships or the capacity of foreign partners, framing the problem set may require a capabilities based assessment.

(2) Refine the problem set by incorporating into it key elements of the strategic estimate, the analysis of the operational environment, and the annual CJA, Part 2.

(3) Planners determine which of the differences need to be reconciled, which of the differences are important but not imperative and should be mitigated, and which of the differences may be too difficult to reconcile and may require a change to an objective.

(4) The CCDR may engage with national policy makers to re-address the objectives vis-à-vis the CCMD's ability to achieve or influence them.

d. Develop Intermediate Objectives

(1) Having framed the problem set, planners develop intermediate objectives to progress toward the GEF-directed objectives (together, campaign objectives) or to mark decision points for the commander.

(2) Objectives are developed hand-in-hand with their assessment criteria and must be specific, measureable, achievable, and time-bound. Some objectives, such as mil-to-mil relationship building conducted over the course of many years, may not be measureable in ways other than by a qualitative judgment.

(3) Objectives may be organized by country, region, function, international partner, or any way suitable to visualize how the campaign bridges the gap from the current state to the desired conditions. When a desired outcome is to prevent a crisis or the execution of a contingency plan, the objective should be crafted to measure the reduction of threats or their impacts.

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<sup>6</sup> A campaign plan will likely address multiple problems across the AOR or functional area. Synthesizing and describing the problems leads the planner to organize them into a problem set, as the term is used here.

(4) Objectives may need to build upon previously achieved objectives – e.g. objective A can be achieved within 3 years; once A is completed, it will allow for the achievement of objective B, 5 years from now.

(5) Objectives should be achievable within the timeframe of the campaign.

(6) Objectives should contribute to preventing, preparing for, and mitigating the contingencies identified in the Secretary's planning guidance.

e. Develop the Operational Approach

(1) The operational approach outlines the missions, operational concepts, tasks, and actions the joint force will take to accomplish the campaign objectives.

(2) The operational approach may use lines of operations and/or lines of effort, among other methods, to sequence the campaign, linking its activities to its objectives and to its contingency branches.

(3) The operational approach includes required supporting activities from non-DoD partners.

(4) Planners must analyze their operational approach to ensure that:

(a) Resources and authorities are sufficient.

(b) The approach links resources and authorities to campaign objectives, describing who, what, when, where, and how they pursue the objectives.

(c) Foreseeable effects that complicate achievement of the campaign objectives are addressed.

(d) Risk is identified and discussed with the Department's senior leadership.

(5) Throughout planning and during campaign execution, the CCDR and staff continually assess the efficacy of the campaign plan. Because the operational approach is normally based on a variety of assumptions and executed in a complex and dynamic environment, the command must be able to adapt to changes in the environment during execution. Planners review the guidance, their understanding of the environment and the problem set, and the decisions that underpinned the original operational approach to refine or adapt the plan.

(6) Analysis and assessment of the strategic and operational environments by interagency partners is available to the CCMD. The Office of the Secretary of Defense (OSD) and the Joint Staff can assist in obtaining these inputs. Promote Cooperation (see Enclosure G for additional information on the Promote Cooperation program) events enable interagency partners' insights on environmental changes to be shared with the CCMDs.

f. Develop the Commander's Planning Guidance. The CCDR summarizes the strategic guidance, the analysis of the operational environment and the problem set, and his operational approach in the commander's planning guidance to the staff, subordinate commanders, and designated partners. The planning guidance conveys how the CCDR intends to promote unity of effort.

### 3. Intelligence Planning

a. Intelligence planning provides a methodology for integrating Defense and national intelligence capabilities to satisfy CCDR intelligence requirements. Intelligence planning for campaigns prioritizes intelligence support across all ongoing operations and planning efforts. Intelligence planning for contingency plans informs the development of joint capabilities and enhances the readiness of the intelligence joint function to respond to potential crises. See also CJCSI 3110.02, JSCP Supplemental on Intelligence Planning.

b. Through intelligence planning, the CCDR has the ability to integrate the intelligence support required to perform data collection and analysis to continually monitor and assess the execution of the campaign. CCDR's prioritized list of intelligence requirements and tasks to subordinate and supporting commands and agencies are outlined in Annex B (Intelligence) to the campaign plan.

### 4. Logistics Planning

a. The Theater Logistics Overview (TLO) should be integrated into its respective campaign plan and documents the logistics support approach to the campaign. The sustainability of the force and the readiness of the theater logistics capability are continually measured during the campaign. Logistics planners collaborate with USTRANSCOM planners, adjust the TLO and provide feedback to the campaign planners to ensure the campaign's operational approach(es) remains feasible and acceptable. See also CJCSI 3110.03, JSCP Supplemental on Logistics Planning.

b. The Theater Distribution Plan (TDP) is the detailed theater mobility and distribution analysis and is prepared to ensure sufficient capacity and, as necessary, to plan enhanced capability throughout the theater.

c. Together, the TLO and TDP provide campaign planners comprehensive information such as theater infrastructure, available and planned logistics services, and host nation support agreements necessary to plan, conduct, and assess theater operations, theater distribution, and joint reception, staging, onward movement, and integration operations.

5. Linking Campaign Planning to Resource Planning. A campaign employs the means made available to it by the resourcing of previous campaign plans. Each successive campaign plan articulates the CCDR's requirement for the resources necessary to achieve the campaign objectives over its 5-year timeframe and the risk assumed if the required resources are not available.

6. Synchronization Matrix. A synchronization matrix over the timeframe of the FYDP, similar to a plan of action and milestones, is useful to the Department's institutional resource planners as a graphical display of the execution of operations, activities, and investments, including those supporting the CCMD, against the scheduled availability of the required forces, authorities, budgets, posture, etc.

a. Planning for the current fiscal year (FY1) is normally completed no less than a year in advance and marked with the issuance of the campaign order.<sup>7</sup>

b. Planning for the budget year (FY2) focuses on the employment of assigned and allocated forces. A CCMD has limited ability to influence its resources in these years, although some security cooperation programs allocate funding in FY2.

c. Planning for the program year (FY3) and out years (FY4 and FY5) focuses on identifying resources, especially the forces required to be available at a specified readiness, and collaborating with the DoD resource providers to enable them to advocate for the command in the Global Force Management (GFM) process, the Program and Budget Review (PBR), and submissions to the DoD Legislative Program, the FYDP, and the construction, acquisition, and research requirements of the Department. See Figure 1.

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<sup>7</sup> See Enclosure D Execution for guidance on the campaign order.

## Campaign Planning and Execution

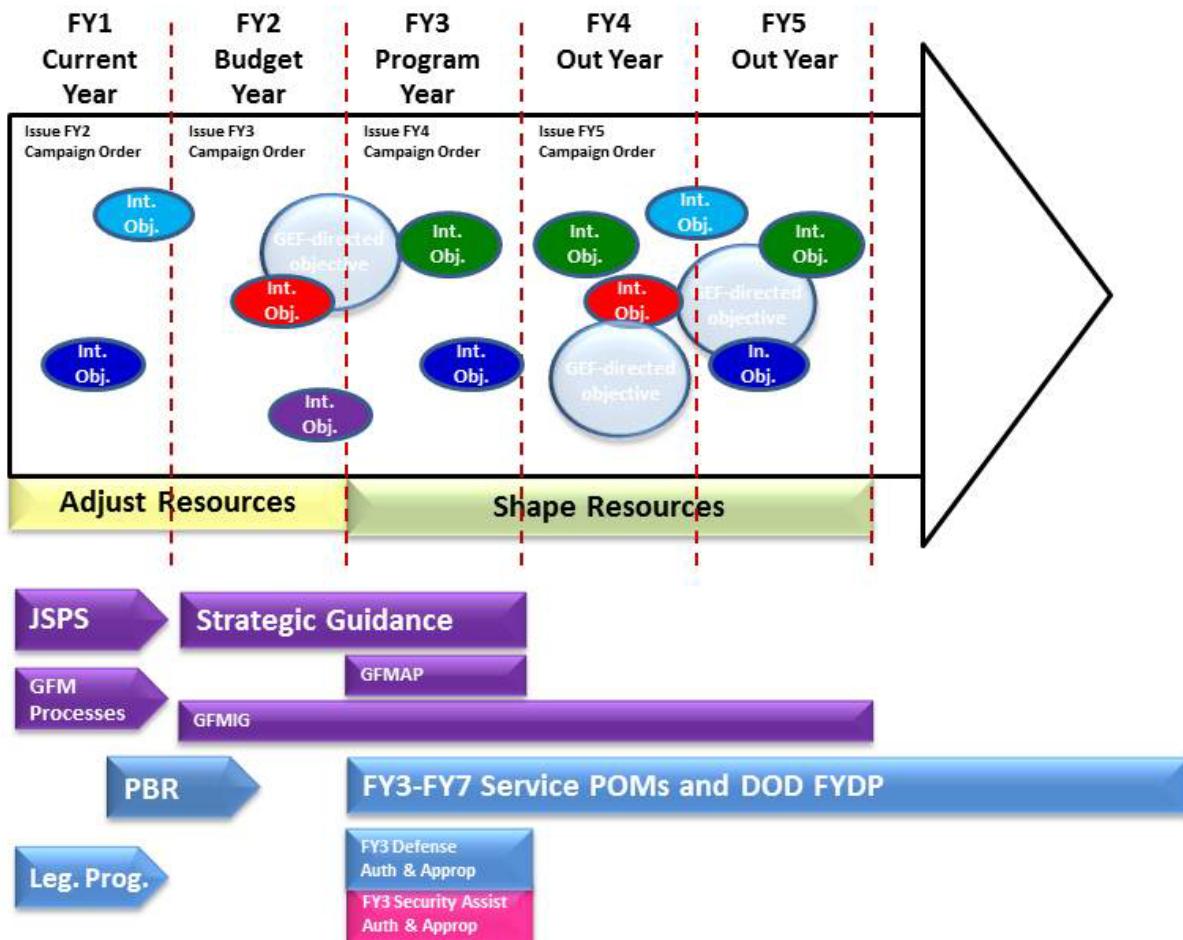


Figure 1. Campaign Planning and Execution

d. Global defense posture is managed by the OUSD(P) and the Joint Staff. CCMD posture plans and master plans outline the current posture and propose posture initiatives for the FY1-FY2, FY3-FY5, and FY6-FY10 timeframes. Campaign planners are informed by posture subject matter experts on strategic and operational access issues. In turn, the strategy and the operational approach of the campaign plan inform the posture plan.

e. Campaign authorities and funding are typically associated with DoD security cooperation programs and during named operations are specified in appropriate orders. Security cooperation programs are managed by multiple offices across DoD with security cooperation program managers providing resident expertise on CCMD staffs. Planners will use the G-TSCMIS to plan and account for their security cooperation activities and costs. Accurate tracking of security cooperation funding requires close coordination with their security cooperation program managers and comptrollers. Authorities and funding for operations are provided through the orders process.

f. OSD's Office of Legislative Counsel conducts the DoD Legislative Program to develop DoD's annual request for authorities in the National Defense Authorization Act for FY3. CCMDs submit legislative proposals for new authorities through this process. Planners must inform the Services of legislative proposals that require budget adjustments.

g. In collaboration with DoD, the DOS funds security assistance programs under Title 22 U.S.C., which are authorized by the annual Foreign Assistance Act and funded via the annual State and Foreign Operations Appropriations bill. Programs such as Foreign Military Financing, International Military Education and Training, and the Global Peace Operations Initiative directly support DoD efforts to build capacity and strengthen relationships with allies and partners.

h. Non-DoD agencies, partner countries, and multilateral organizations often have resources that can support campaign activities. Planners need to consider how the CCMD can collaborate with these partners.

## 7. Residual Risk

a. The CCDR and staff analyze residual elements of risk, after risk avoidance and risk mitigation, which will prohibit or inhibit the joint force from achieving its objectives.

b. The CCDR and the Department's senior leaders need to reach a common understanding of the integrated risk, mitigate it to the extent possible, accept prudent residual risk as necessary, and minimize the effects of accepted risk by establishing appropriate risk controls within the campaign.

ENCLOSURE D

EXECUTION

1. Campaign in Execution

- a. CCDRs employ their total joint force and resources made available to them by partners to conduct their campaigns. Ongoing named OPERATIONS are within the scope of a campaign in execution.
- b. Execution is directed by an annual order, often referred to as a campaign order, and fragmentary orders issued by the CCDR. Issuing the campaign order at a consistent point in time each fiscal year – 1 year before execution, or upon the Secretary’s approval of the GFM Allocation Plan for the year of execution, is recommended – allows the staff, component and subordinate commands, and supporting agencies to synchronize their planning, execution and assessment cycles with the strategic planning cycles in Washington, DC. The CCDR and staff continually direct, monitor, and assess the campaign, and adjust the campaign plan.
- c. The campaign order also informs tactical-level planning by subordinate commanders for the full range of engagements, activities, exercises, and events that in aggregate create the campaign’s operational-level effects.

2. Direct. The CCDR issues an annual campaign order and fragmentary orders assigning objectives and tasks to component and subordinate commands; and directing execution based on the current situation, available resources, feedback from assessments, changes in the strategic and operational environments, new strategic guidance, and partners’ actions, among others.

3. Monitor. Monitoring focuses on the command and control function<sup>8</sup> that provides situational awareness for the CCDR and staff, and includes:

- a. Conduct continuous intelligence operations.
- b. Communicate and maintain the commander’s critical information requirements.
- c. Coordinate and control the employment of joint capabilities.

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<sup>8</sup> Monitoring & Evaluation as a method of campaign assessment is further discussed in Enclosure E.

d. Coordinate, synchronize, or integrate joint operations and activities with the operations and activities of non-DoD partners.

e. Measure and report progress toward accomplishing assigned tasks and achieving plan objectives.

4. Assess. Assessments evaluate the effects of the campaign to measure progress toward achieving the campaign objectives.<sup>9</sup> When operations, activities, and investments are having limited effect or are in jeopardy of non-completion, the assessment identifies the impact on the campaign's objectives, which may suggest redirecting resources and adjusting the campaign plan. Assessments depend on appropriate and accurate measures of performance (MOPs) and measures of effectiveness (MOEs).

5. Adjust

a. Through the publication of fragmentary orders to the annual campaign order, CCDRs continually adjust operations and the allocation of resources as required. Based on annual assessments with input from throughout the command, the Services, supporting Defense agencies, and non-DoD partners, CCDRs may make adjustments to their campaign plans to be reflected in subsequent campaign orders.

b. Planners, working especially with the intelligence, operations, and assessment staff, may determine that campaign objectives are not achievable or are no longer desirable, that the problem set needs to be reframed due to changes in the strategic and operational environments, or that evolving national policy necessitates adjustment. The approach may need to change to produce the desired effects. Future resources and investments may need to be reallocated or redirected to better achieve campaign objectives. These indicators may affect all 5 years of the campaign. Planners can adjust their resources for FY1 and FY2 and shape the resources needed in FY3 and beyond.

c. Changes in campaign plans significant to the Secretary are normally presented during the Secretary and CCDR's annual or biannual review of the campaign plan, but may be communicated at any time at either's discretion.

d. See reference e for joint doctrine on planning during execution and reference h for guidance on the review of campaign plans.

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<sup>9</sup> Campaign assessments differ from DoS and USAID assessments, which are analyses of their agencies' "operational environments" usually conducted prior to planning/executing diplomatic initiatives and development programs.

6. Commander's Narrative. The CCDR's narrative – his account of the command's strategy, campaign, posture, etc. – is a vehicle for communicating the requirement for future resources and should address the interrelationship among strategic planning, force management, readiness, global posture, authorities, and the results of the campaign assessments.

7. Communication Synchronization. The communication synchronization process is essential for coordinating DoD information activities and is utilized to ensure that public affairs, information operations, and military operations and activities are coordinated. Planners throughout staffs at all levels must possess or gain a working knowledge of the communication synchronization process and DoD's information related capabilities. Planners must incorporate the coordination process and these capabilities into the campaign planning, execution and assessment process.

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ENCLOSURE E

ASSESSMENT

1. Purpose

- a. The purpose of the campaign assessment is to enable the CCDR and supporting organizations to refine or adapt the campaign plan and supporting plans to achieve the campaign objectives; or, with the Secretary, to adapt the GEF-directed objectives to changes in the strategic and operational environments.
- b. The campaign assessment is the CCMD's feedback mechanism from campaign execution to campaign planning. It should indicate where the CCMD's ways and means are sufficient to attain their ends, where they are not, and why they are not. For planners, how might the command modify its plan's ends, ways, or means in the next cycle of planning? Is the plan still suitable to achieve the objectives? Are the objectives achievable given environmental changes and emerging political issues? Are the assumptions still valid? To what degree are the resources employed making a difference in the operational environment?
- c. The campaign assessment is also the Department's bridging mechanism from the CCDR's strategy to the strategic, resource and authorities planning processes, informing the Department's strategic direction, assignment of roles and missions, and force employment, force posture, force management, and force development decision-making.
- d. The campaign assessment provides the CCDR's input to the Department on the capabilities needed to accomplish the missions in the contingency plans of their commands over the planning horizon of the CCDR's strategy, taking into account expected changes in threats and the strategic and operational environments.
- e. Assessments enable the CCDR to make the case for additional resources or to recommend re-allocating available resources to the highest priorities; and the Secretary and senior leaders to do the same across all CCMDs and to make the case to Congress to add or re-allocate resources through the FYDP.

2. Assessment Plan Developed In Concert with Campaign Plan

- a. Planners develop the campaign's assessment plan, prepared as an annex or appendix of the campaign plan, as they develop the campaign's

operational approach. Defining how to measure progress in the campaign helps guide the design of the campaign (and its contingency plans).

b. Assessment metrics are established concurrently with campaign objectives. Objectives must be achievable and measurable, and stated with a way to measure their achievement. MOPs determine task performance and MOEs evaluate changes in conditions that indicate progress toward objectives. MOPs answer questions such as “was the action taken, were the tasks completed to standard, or how much effort was involved?” MOPs are associated with task accomplishment. MOEs address questions such as, “are our actions producing the desired effects, are we doing the right things to accomplish the objective, or are alternative actions required?”

c. The assessment plan describes how the CCMD will employ manpower, methods, and money consistently over the course of the campaign to document progress toward campaign objectives, the effectiveness of the campaign’s ways and means, and changes in the environment. The assessment plan should include data requirements and collection plans; including collection assets tasked and resources requested to collect on the requirements and to analyze the collected data to measure changes. Include assessment tasks in the annual campaign order.

d. Assessment responsibilities should be decentralized to the same extent as the campaign. CCMDs may be conducting security cooperation with multiple security partners, guiding the development of many different military capabilities, and working with many functional experts across the CCMD staff and in its component, subordinate and supporting commands. Assessments utilize data from intelligence collection efforts, Service and special operations components, subordinate and supporting commands, and country teams, all of whom report progress toward campaign objectives to the CCDR throughout the year.

e. CCMDs conduct a comprehensive analysis of their ongoing assessments at least once per year, using their own methodology. The format for this is not prescribed. The following model provides a way to organize some of the key information:

(1) A summary of the previous year’s Strategic Environment Estimate/CJA Part 2.

(2) A list of campaign objectives prioritized by:

(a) GEF priorities; and,

(b) Impact to the National Security Strategy.

(3) The prioritized operations, activities, and investments needed to accomplish each objective.

(4) The resources required per operation, activity, and investment.

(5) An estimate of risk incurred if specific operations, activities, and investments are not resourced.

### 3. Reporting the Assessment

a. CCMDs are required to report their campaign assessments annually via the CJA. The CJA, which includes the Services' assessments of their support to the CCMDs, is used to develop reports such as the Chairman's Risk Assessment and the Joint Logistics Estimate, to inform the PBR and Service programmatic planning for the next FYDP, and to enable the Joint Staff and OSD to substantiate policy and programmatic decisions.

b. Each year, the CJA instructs CCMD planners and assessors on the conduct of that year's survey. These questions are representative of the responses solicited in a CJA survey:

(1) Did the CCMD advance toward accomplishing its military objectives?

(2) Did those advances also indicate progress toward achieving the objective(s) they were designed to support?

(3) Did the CCMD reduce the likelihood of crisis and the necessity to execute its contingency plans?

(4) How did resource constraints limit progress?

(5) What is the newly assessed risk to mission the CCMD assumes by falling short of its objectives?

(6) In the context of the strategic environment, what strategic risks does the USG assume and how are those risks affected by the campaign?

(7) What will mitigate plan shortfalls and address unacceptable risk?

(8) Are the planning assumptions still valid? Have some of the assumptions been proven to be facts? Do additional assumptions have to be made to continue planning or operations?

c. Military Departments and Services assess their CSPs per the CJA. Upon request, Service component commands will provide their Services with the

same data provided to the CCMDs to facilitate the Services' assessments of their CSPs.

- d. See references b, c, e, and h for additional guidance on campaign assessments and reporting.

#### 4. Assessments and Campaign Plan Reviews

- a. CCDRs use assessments to brief progress toward GEF-directed objectives during annual campaign plan reviews.
- b. CCMDs may request a biannual campaign plan review after they have completed an initial assessment. Requests for biannual review will be submitted through the Joint Staff J-5 to the Office of the Deputy Assistant Secretary of Defense for Plans, for approval by the Under Secretary of Defense for Policy (USD(P)).
- c. The CCDR's assessment of changes to the environment or emerging political issues may necessitate dialogue with Department senior leaders more frequently than the scheduled review or out-of-cycle.

ENCLOSURE F

REVIEW

1. Campaign Plan Reviews

- a. The campaign plan review is normally an annual strategy review during which the CCDR discusses with the Department's senior leadership key aspects of the relevant strategic and operational environments, problems to be addressed, the actions needed to achieve U.S. policy objectives, the CCDR's strategy and operational approach, the resources and authorities needed to execute the campaign, and assumptions. The review should address the strategy and policy implications of the campaign; how campaign plan execution is changing conditions with respect to its objectives; and, the resource implications that elevate military risk, place strategy implementation at risk, or place policy objectives at risk.
- b. Primary responsibility for the annual campaign plan reviews is in the OUSD(P). Planners should communicate regularly with the Joint Staff J-5 and appropriate OUSD(P) offices to ensure that their efforts are consistent with evolving policy and/or changes in objectives or priorities. Regular dialogue informs OSD of issues the CCMD needs reconciled for operational preparedness that lie beyond the authority of the CCDR.
- c. While campaigns are normally reviewed annually, or biannually after an initial assessment and with USD(P)'s approval, CCDRs and DoD civilian leaders expect to engage in ongoing dialogue, during both plan development and campaign execution. During development, campaign plan reviews may follow the review process detailed in reference h, but ongoing dialogue is not limited by the successive steps in the plan development process.
- d. Strategic dialogue is particularly useful early in the campaign plan development process to reach a shared understanding of what the CCMD has been tasked to plan, and what planning parameters and policy constraints are in place. The planning problem, the scope and scale of the contemplated approaches – i.e. the options expected to be available to DoD/USG, the requirement for other instruments of national power, and how to achieve unity of effort within the USG are useful subjects of an initial plan review.

2. Contingency Plan Reviews

- a. In a contingency plan review, OSD will expect the CCMD to have completed sufficient operational planning to discuss multiple operational approaches to strategic option(s); to be feasible vis-à-vis forces, lift, logistics &

transportation; to have had an analysis of strategic and military risk (risk to CCMD mission); and to raise any and all significant issues, especially assumptions, where there might be differences between the CCMD and civilian leaders' views on the matter. OSD will want to understand any tasks that they or other USG agencies need to accomplish to help advance the planning, to confirm assumptions, or to make resources available. OSD also needs to ensure that the presentation of the plan is readily understood as higher-level leaders become involved, addresses the National Security Council and White House's perspectives, and covers decisions the Secretary or the President need to make.

- b. In a contingency plan review, CCMDs expect to get clear strategic guidance and direction, to reach a shared understanding of the strategic context, the planning problem, the acceptable potential operational approaches, the assumptions, and to identify the political priorities and resource constraints within which the plan must be executed.
- c. See references b, c, and h for additional guidance on contingency plan reviews.

ENCLOSURE G

RESPONSIBILITIES

1. Office of the Secretary of Defense (OSD)

- a. The Secretary provides statutorily required written policy guidance to the Chairman in the GEF.<sup>10</sup> The GEF translates national security goals into prioritized guidance for campaign planning, contingency planning, security cooperation, and global defense posture. It is prepared by USD(P) and principals and staff of OSD, in consultation with the Chairman and Joint Staff, and its enclosed Contingency Planning Guidance is approved by the President.
- b. The USD(P) and the Chairman establish procedures to ensure that campaign plans are based on valid assumptions, are consistent with U.S. national security objectives, conform to policy guidance from the President and Secretary, are resource-informed, identify risks, and provide options for managing risk.
- c. The USD(P) and the Director, Defense Security Cooperation Agency (DSCA) have DoD management responsibility for many security cooperation and most security assistance programs. CCMDs submit fiscal year security assistance budget requirements to DSCA annually. Planners should coordinate with DSCA early to address additional or out-of-cycle funding requirements.
- d. The USD Comptroller and the Director, Cost Analysis and Program Evaluation (CAPE) play important roles in DoD-wide PBR processes. Their understanding of campaign requirements is essential to their support for programming requested resources. CAPE monitors costs associated with security cooperation through G-TSCMIS and provides guidance on the use and recording of security cooperation resource data to CCMD, Service and Defense agency users of the system.

2. Joint Staff

- a. The Chairman is responsible for providing for the preparation and review of contingency plans that conform to the policy guidance from the President and the Secretary (reference d).

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<sup>10</sup> See reference d title 10 U.S.C., section 113.

- b. The Director for Strategic Plans and Policy, J-5 is the Chairman's principal staff officer for the preparation and review of campaign and contingency plans and their governing strategic guidance documents.
  - (1) The J-5 prepares the JSCP that augments and implements the policy guidance provided in the GEF and initiates the planning process for the preparation of campaign, contingency, posture, and supporting plans.
  - (2) The J-5 leads the JPEC review of designated campaign and contingency plans. The JPEC review of a plan focuses on its suitability, acceptability, feasibility, completeness, and compliance with joint doctrine. See reference h for additional guidance on JPEC Reviews.
  - (3) The J-5 organizes and conducts *Promote Cooperation* planning seminars/events. The *Promote Cooperation* program is DoD's primary means to directly engage non-DoD partners located in the national capital region in campaign plan development.
- c. The Director for Intelligence, J-2 coordinates development of the JIE, the Joint Intelligence Posture Assessment (JIPA), and the National Intelligence Support Plans (NISP). The JIE assists CCMDs to frame the theater-strategic environment; the JIPA contributes to the theater collection concept of operations and future GFM submissions; and the NISP is a supporting plan that details how Defense intelligence capabilities will be employed to meet a CCDR's designated intelligence requirements.
- d. The Director for Operations, J-3 assists the Chairman in carrying out his responsibilities as the principal military advisor to the President and the Secretary by developing and providing guidance to the CCMDs and relaying communications between the President, the Secretary and the CCDRs regarding current operations, plans and readiness.
- e. The Director for Logistics, J-4 assists the Chairman by leading the joint logistics enterprise; delivering a coherent and integrated logistics strategy; developing and integrating joint logistics capabilities; monitoring, assessing and shaping total force joint logistics readiness; supporting CCMD strategy development and operational logistics readiness; evaluating joint force logistics capability, capacity, and responsiveness; and communicating joint logistics enterprise capability gaps to heighten awareness and influence risk mitigation.
- f. The Director for Force Development, J-7 assists the Chairman in carrying out his statutory responsibilities to develop doctrine for the joint employment of the armed forces, to formulate policies for joint training of the armed forces, and to coordinate the military education and training of members of the armed forces.

g. The Director for Force Structure, Resources, and Assessment, J-8 prepares the Forces For Unified Commands Memorandum (“Forces For”) in the GFM Implementation Guidance, which documents the Secretary’s assignment of forces to the CCMDs. The J-8 also provides input to the GPEC and is the lead for the prioritization of military construction projects identified in the TPPs.

### 3. Geographic Combatant Commands

- a. Geographic CCMDs develop theater strategies and prepare campaign plans based on the guidance and direction provided in the UCP, GEF, and JSCP. Geographic CCMDs are responsible, as directed in the GEF and JSCP, for integrating the planning of designated missions assigned to functional CCMDs into their theater campaigns.
- b. Geographic CCMDs, with input from relevant DoD components, identify all DoD activities in their AORs that contribute to achieving their campaign objectives. Geographic CCMDs should document in their campaign plans activities for which they are not responsible but that support their objectives.
- c. CCMDs should leverage the expertise available in their foreign policy advisors (POLADs) and interagency representatives to liaise and coordinate with other USG agencies. POLADs can represent DOS interests and positions, and have ready access to policy-level offices in DOS, greatly facilitating campaign planning.
- d. Geographic CCMD planners and desk officers work with the Joint Staff, OSD, defense officials, and SCOs in the embassies in their theater, and with their Service and special operations component commands when developing country plans and associated resource requirements.

### 4. Functional Combatant Commands

- a. Functional CCMDs develop strategies and prepare campaign plans based on the guidance and direction provided in the UCP, GEF, and JSCP. Functional CCMDs are responsible for synchronizing (See references a, b, and c for guidance on synchronizing) planning across CCMDs, Services, and Defense agencies for designated missions.
- b. Functional CCMDs, with input from relevant DoD components, identify all DoD activities in their functional areas or domains that contribute to achieving their campaign objectives. Functional CCMDs should document in their campaign plans activities for which they are not responsible but that support their objectives.

c. CCMDs should leverage the expertise available in their POLADs and interagency representatives to liaise and coordinate with other USG agencies. POLADs can represent DOS interests and positions, and have ready access to policy-level offices in DOS, greatly facilitating campaign planning.

5. Combatant Commanders

a. CCDRs who believe non-DoD agencies require access to their plans shall request authorization to share those plans from the USD(P) through the Joint Staff J-5.

b. CCDRs tasked in the GEF or by approved strategic guidance statements to coordinate with other agencies on particular planning efforts, per reference b, need not request further authorization. They shall inform the OUSD(P) and the Joint Staff J-5 of engagement with other agencies prior to engagement.

c. See reference b for additional direction on campaign planning and execution with non-DoD agencies.

6. Service and Special Operations Component Commands

a. Service and special operations component commands prepare supporting strategy and plans at the discretion of the component commander, CCDR, or Service Chief to integrate the components' organize, train, and equip responsibilities with their operational responsibilities.

b. Service and special operations component commands coordinate with their Service headquarters, USSOCOM, and the CCMD headquarters to identify and consolidate Service and special operations resource requirements needed to execute campaign plans and use G-TSCMIS to plan and account for their security cooperation activities.

c. Service and special operations component commands establish relationships with partner nations. These relationships provide valuable ways and means to achieve campaign objectives and are instrumental in understanding the operational environment.

d. The Service and special operations component commands annually assess their support to CCMDs' campaigns and use these assessments to inform their CCMD, USSOCOM, and Service HQ's responses to the Chairman's CJA survey.

7. Military Departments and Services

a. The Military Departments at the discretion of their Secretaries may develop Service CSPs (the Department of the Navy may prepare one for the

Navy and one for the Marine Corps) that include Department-specific activities, resources, and levels-of-effort that directly contribute to CCMD campaign objectives, such as:

- (1) Military engagement with partner nations.
- (2) Service conducted international armaments cooperation.
- (3) Security cooperation and security assistance programs.
- (4) Posture adjustments.

b. Service CSPs are developed in collaboration with Service component commands and include the Services' ways and means to resource CCMD campaign requirements and to contribute to campaign objectives. The Department of the Navy's CSPs are coordinated with the U.S. Coast Guard.

c. The Services establish relationships with military counterparts around the world and regularly engage with partner nations. International engagement is coordinated with the CCMDs so that the CCMDs can incorporate these activities into their campaign plans. The Services' mil-to-mil relationships are instrumental in understanding the operational environment. Service planners assist CCMD planners in assessing the strategic and operational environments and in preparing strategic estimates.

d. The Service headquarters also have relationships with U.S. embassies and country teams through the SCOs and through organizations, offices, and defense industry representatives providing security assistance. Campaign and country planners should leverage these relationships.

e. The Military Departments and Services will use G-TSCMIS to plan and account for their security cooperation activities.

f. The Services annually assess their support to CCMDs' campaigns and use these assessments to inform their responses to the Chairman's CJA survey.

g. The Joint Staff and OSD incorporate the Service's responses to the Chairman's CJA survey into the annual campaign reviews.

## 8. Defense Agencies

a. Defense agencies designated by the Secretary in the GEF to support CCMDs' missions and responsibilities, may at the discretion of their head of agency or as directed by the Secretary, develop CSPs in collaboration with the CCMDs to incorporate the agencies' ways and means into campaign plans.

Defense agency CSPs focus on agency activities and investments that support campaign plans and contribute to campaign objectives, including posture initiatives and missile defense related engagement and cooperation.

- b. Many Defense agencies have direct relationships with partner nations similar to those of the Services and conduct security cooperation activities through their in-country offices or similar organizations. These relationships are instrumental in understanding the operational environment. Campaign and country planners should include Defense agency planners in their planning to leverage the agencies' relationships and capabilities.
- c. Defense intelligence agencies, although not designated in the GEF, support CCMD campaign planning and the Services and Defense agencies' CSP planning.
- d. Designated Defense agencies submit their CSPs or update memorandums to the Chairman and USD(P) on an annual basis. The Joint Staff and OSD incorporate relevant material from CSPs into the reviews and periodic assessments of campaign plans.

## 9. National Guard Bureau (NGB)

- a. The NGB, in coordination with the Services, CCMDs, and States, may prepare a CSP outlining activities to be conducted by the National Guard in support of CCMD campaign plans such as:
  - (1) State Partnership Program
  - (2) Synchronizing and coordinating the planning of National Guard Civil Support in support of State responses to manmade and natural disasters, including complex catastrophes
  - (3) Facilitating coordination between DoD components, National Guard Joint Force Headquarters-State and the National Guard of the several states to enhance unity of effort
  - (4) Joint interagency and intergovernmental matters where NGB acts through DoD
- b. Mil-to-mil relationships developed through the State Partnership Program provide unique perspectives on understanding the operational environment that may be leveraged by the CCMDs, component commands, and Services during their planning, execution and assessment cycles.

10. Department of State (DOS) and the U.S. Agency for International Development (USAID)

- a. Maintaining defense alliances and relationships is a central facet of statecraft. Defense, diplomacy, and development are inherently interwoven. The GEF incorporates some, but not all, of the foreign policy necessary to conduct informed campaign planning. Reference i, with its Strategic Plan Addendum, identify the USG's foreign policy goals and priorities. OSD ensures GEF objectives are consistent with these goals and priorities.
- b. These DOS documents are sources of USG diplomatic and development goals and objectives and inform CCMD campaign planning:
  - (1) State-USAID Joint Strategic Plan (documented in reference i) prepared department and agency-wide
  - (2) Joint Regional Strategies prepared by the regional bureaus
  - (3) Functional Bureau Strategies prepared by the functional bureaus
  - (4) Integrated Country Strategies prepared by the country teams
- c. The Bureau of Political-Military Affairs (State PM) is the DOS's principal link to DoD. State PM provides policy direction in international security, security assistance, military operations, defense strategy and plans, and defense trade; and is the lead for formulating DOS positions on DoD legislative proposals on security cooperation.
- d. State PM has dedicated political-military planners aligned to each CCMD responsible for working through the Joint Staff with campaign planners and for linking planners with regional and functional experts throughout DOS.
- e. The DOS, in accordance with reference g, has initiated and periodically leads a plan coordination event among relevant USG agencies called *Unified Approach*, which is focused on improving mutual understanding of security sector goals, objectives, and priorities in regional and global functional strategies and plans.
- f. USAID's Office of Civilian-Military Cooperation (CMC) serves as USAID's primary point of contact with DoD. CMC works to align defense and development policies, plans, and programs to leverage the capabilities of each agency to achieve better development outcomes and to be a partner with diplomacy and defense in the achievement of national security.

- g. CMC manages USAID's coordination with DoD on policy, planning, training, exercises, and communications. It facilitates USAID input to DoD's strategic guidance and deliberate planning.
- h. USAID maintains a personnel exchange program with DoD with military officers serving at its headquarters and Foreign Service officers serving as development advisors at most CCMDs and with the Joint Staff. These development advisors coordinate planning, operations, exercises, etc.

#### 11. U.S. Ambassadors and Country Teams

- a. The U.S. Ambassador, known as the COM, is the President's direct representative to the country appointed. The country team is composed of the senior representative of each USG agency appointed to that Mission. In a U.S. Mission in which the President has not appointed an ambassador, the senior FSO acts as the COM.
- b. Chiefs of Mission and their country teams prepare ICS, which are 3-year USG country plans that identify the U.S. national interests and goals in a given country and describe the USG's plan to attain them. The country team's DoD members participate in the preparation of the ICS and CCMD planners participate as practical. At Missions without a DoD representative, CCMDs are encouraged to send planners to participate.
- c. USAID Missions prepare Country Development Cooperation Strategies for each country in which a USAID Mission is posted; these development strategies are integrated with the ICS.
- d. In preparing and maintaining campaign plans, CCMDs coordinate with U.S. Embassy country teams to develop plans that complement COM guidance for each country involved. When there is a conflict between COM and GEF/JSCP guidance, the Secretary of Defense, normally through USD(P), may provide additional or clarifying guidance to the CCDR.

#### 12. Senior Defense Official/Defense Attaché (SDO/DATT) and Security Cooperation Organization

- a. The senior defense official is the diplomatically accredited defense attaché and chief of the SCO. The SDO/DATT is the principal DoD official in a U.S. Embassy and is the COM's principal military advisor on defense and national security issues. The SDO/DATT serves under the joint oversight and administrative management of the USD(P) and USD(Intelligence) through the Directors of DSCA and the DIA, in coordination with the GCC.
- b. The SDO/DATT is responsible for planning, coordinating, supporting, and/or executing U.S. defense issues and activities in the host nation,

including security cooperation programs under the oversight of the GCC. The SDO/DATT is the primary link between the CCMD planners and the country team, providing both with insights into the goals, plans, and activities of the other. The SDO/DATT, in collaboration with the geographic CCMD, the Services, and the relevant Defense agencies, provides DoD's input to the ICS.

- c. SDO/DATTs and SCOs contribute to assessing the operational environment and the political will and capabilities of the countries in which they work. They can identify challenges to achieving U.S. objectives within those countries.
- d. SDO/DATTs and SCOs usually have the greatest visibility over the execution of a command's security cooperation activities and are positioned to assess the results of those activities and investments and feed their assessments into revisions of the campaign plan, country plan, and ICS.
- e. See reference j for additional guidance on DoD operations at U.S. embassies.

### 13. Other U.S. Government (USG) Agencies Participation in Campaign Planning

- a. Campaign planning is inherently interagency. Many resource streams come from non-DoD agencies, particularly the DOS and USAID. Participation of non-DoD agencies in campaign planning enables the design of DoD plans to complement the goals and objectives of other USG agencies. When these organizations' interests, goals, or activities overlap with DoD's, they should be consulted early in the campaign planning process using procedures directed in reference b.
- b. Interagency input into CCMD planning should involve representatives from other USG agencies detailed to the CCMD and representatives from the CCMD detailed to other USG agencies. These individuals provide subject matter expertise, facilitate information sharing, and promote understanding of their organization's priorities and objectives and of the operational environment.
- c. Federal agencies such as the Department of the Treasury's Office of Foreign Assets Control, the Department of Justice's Drug Enforcement Administration and Federal Bureau of Investigation, and the Department of Homeland Security's Immigration and Customs Enforcement, Customs and Border Protection, and U.S. Coast Guard provide specialized functions and capabilities to inform campaign and country planning. These agencies routinely have objectives, programs, and resources in the same countries addressed in the campaign plan. When these organizations' interests, goals, or

activities overlap with DoD's, they should be consulted using procedures directed in the GEF.

- d. The *Promote Cooperation* program is a Joint Staff J-5 and OUSD(P)-organized series of planning seminars conducted between interagency partners located in the national capital region and CCMD planners during the development of campaign and contingency plans. Each seminar is tailored to meet the needs of both the CCMD planning staff and the subject matter experts from the headquarters of the non-DoD partners. *Promote Cooperation* events usually focus on a plan's strategic estimate, its analysis of the theater-strategic environment, assumptions, objectives, and mission, and their interplay with partners' plans and operations.
- e. See reference b for the Secretary's direction on campaign planning with non-DoD agencies.

#### 14. Multinational Participation in Campaign Planning

- a. Planners consider how allies, international partners, regional security organizations, and other multinational organizations can complement U.S. efforts to achieve campaign objectives. Partner nation support and contingency mutual support agreements, collective security goals and strategies, and combined plans are developed in accordance with individual treaty or alliance procedures. Each treaty or alliance has hierarchical bilateral or multilateral bodies to define objectives and strategy and to coordinate planning and execution of multinational operations. Planners also consult allies and partners on tailored regional security architectures.
- b. Other key global partners may share USG goals and objectives for a region or country, or for a functional threat. Because these interests and related actions need to be identified at the ministry of defense level, Service CSPs are critical to identifying specific actions and activities to be taken to address them.

ENCLOSURE H

REFERENCES

- a. Unified Command Plan (UCP), 6 April 2011 (with Change-1 dated 12 September 2011)
- b. “Guidance for Employment of the Force (GEF),” current issuance
- c. CJCSI 3110.01 Series, “Joint Strategic Capabilities Plan (JSCP)” and Supplements
- d. Title 10 U.S.C., sections 113 and 153
- e. Joint Publication 5-0, 11 August 2011, “Joint Operation Planning”
- f. DoDD 5105.77, 21 May 2008, “National Guard Bureau (NGB)”
- g. Presidential Policy Directive (PPD) 23, 5 April 2013, “Security Sector Assistance”
- h. CJCSI 3141.01 Series, “Management and Review of Joint Strategic Capabilities Plan (JSCP)-Tasked Plans”
- i. Quadrennial Diplomacy and Development Review (QDDR) 2010
- j. DoDD 5205.75, 4 December 2013, “DoD Operations at U.S. Embassies”

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## GLOSSARY

### PART I -- ABBREVIATIONS AND ACRONYMS

AOR	area of responsibility
APEX	Adaptive Planning and Execution System
CAPE	Cost Analysis and Program Evaluation
CCDR	Combatant Commander
CCMD	Combatant Command
CJA	Comprehensive Joint Assessment
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff instruction
CJCSM	Chairman of the Joint Chiefs of Staff manual
CMC	Office of Civilian-Military Cooperation
COM	Chief of Mission
CSP	campaign support plan
DIA	Defense Intelligence Agency
DoD	Department of Defense
DOS	Department of State
DSCA	Defense Security Cooperation Agency
FCC	functional Combatant Commander
FY1	current fiscal year
FY2	budget year
FY3	program year
FY4	out years
FY5	out years
FYDP	Future Years Defense Program
GCC	geographic Combatant Commander
GEF	Guidance for Employment of the Force
GFM	Global Force Management
GPEC	Global Posture Executive Council
G-TSCMIS	Global-Theater Security Cooperation Management Information System
ICS	Integrated Country Strategy
J-5	Director, Strategic Plans & Policy, Joint Staff
JIE	Joint Intelligence Estimate
JIPA	Joint Intelligence Posture Assessment
JOPP	joint operation planning process

JP	Joint Publication
JPEC	joint planning and execution community
JSCP	Joint Strategic Capabilities Plan
MOEs	measures of effectiveness
MOPs	measures of performance
NGB	National Guard Bureau
NISP	National Intelligence Support Plans
OSD	Office of the Secretary of Defense
OUSD(P)	Office of the Under Secretary of Defense for Policy
PBR	Program and Budget Review
POLAD	foreign policy advisor
SCO	security cooperation organization
SDO/DATT	Senior Defense Official/Defense Attaché
TDP	theater distribution plan
TLO	theater logistics overview
TPP	theater posture plan
UCP	Unified Command Plan
USAID	U.S. Agency for International Development
USD(P)	Under Secretary of Defense for Policy
USG	U.S. government
USSOCOM	U.S. Special Operations Command
USTRANSCOM	U.S. Transportation Command

## GLOSSARY

### PART II—TERMS AND DEFINITIONS

***Unless otherwise stated, the terms and definitions contained in this glossary are for the purposes of this manual only.***  
**(Ref: CJCSI 5705.01D, p. A-2)**

**activity** -- A function, mission, action or collection of actions. (JP 1-02.  
SOURCE: JP 3-0)

**assessment** -- 1. A continuous process that measures the overall effectiveness of employing joint force capabilities during military operations. 2. Determination of the progress toward accomplishing a task, creating a condition, or achieving an objective. (JP 1-02. SOURCE: JP 3-0)

**campaign** -- 1. A series of related major operations aimed at achieving strategic and operational objectives within a given time and space. (JP 1-02. SOURCE: JP 5-0); 2. All operations, activities, and investments within a CCMD's purview aimed at achieving the objectives derived from the Secretary of Defense's strategic direction. (Upon approval of this document, this definition is proposed for modification to JP 1-02.)

**campaign plan** -- 1. A joint operation plan for a series of related major operations aimed at achieving strategic or operational objectives within a given time and space. See also **campaign; campaign planning**. (JP 1-02. SOURCE JP 5-0); 2. An APEX-formatted plan tailored by the CCMD to achieve campaign objectives. (Upon approval of this document, this definition is proposed for modification to JP 1-02.)

**campaign planning** -- The process whereby CCDRs and subordinate joint force commanders translate national or theater strategy into operational concepts through the development of a campaign plan. See also **campaign; campaign plan**. (Upon approval of this document, this definition is proposed for modification to JP 1-02.)

**chief of mission** -- The principal officer (the ambassador) in charge of a diplomatic facility of the United States, including any individual assigned to be temporarily in charge of such a facility. The chief of mission is the personal representative of the President to the country of accreditation. The chief of mission is responsible for the direction, coordination, and supervision of all USG executive branch employees in that country (except those under the command of a U.S. Area military commander). The security of the diplomatic post is the chief of mission's direct responsibility. Also called **COM**. (JP 1-02. SOURCE: JP 3-08)

**estimate** -- 1. An analysis of a foreign situation, development, or trend that identifies its major elements, interprets the significance, and appraises the future possibilities and the prospective results of the various actions that might be taken. 2. An appraisal of the capabilities, vulnerabilities, and potential courses of action of a foreign nation or combination of nations in consequence of a specific national plan, policy, decision, or contemplated course of action. 3. An analysis of an actual or contemplated clandestine operation in relation to the situation in which it is or would be conducted to identify and appraise such factors as available as well as needed assets and potential obstacles, accomplishments, and consequences. (JP 1-02. SOURCE: JP 5-0)

**Joint Strategic Capabilities Plan** -- A plan that provides guidance to the CCDRs and the Joint Chiefs of Staff to accomplish tasks and missions based on current military capabilities. Also called **JSCP**. (JP 1-02. SOURCE: JP 5-0)

**line of effort** -- In the context of joint operation planning, using the purpose (cause and effect) to focus efforts toward establishing operational and strategic conditions by linking multiple tasks and missions. (JP 1-02. SOURCE: JP 5-0)

**line of operation** -- A line that defines the interior or exterior orientation of the force in relation to the enemy or that connects actions on nodes and/or decisive points related in time and space to an objective(s). (JP 1-02. SOURCE: JP 5-0)

**operation** -- 1. A sequence of tactical actions with a common purpose or unifying theme. (JP 1-02. SOURCE: JP 1); 2. A military action or the carrying out of a strategic, operational, tactical, service, training, or administrative military mission. (JP 1-02. SOURCE: JP 3-0)

**operational approach** -- A description of the broad actions the force must take to transform current conditions into those desired at end state. (JP 1-02. SOURCE: JP 5-0)

**security assistance** -- Group of programs authorized by the Foreign Assistance Act of 1961, as amended, and the Arms Export Control Act of 1976, as amended, or other related statutes by which the United States provides defense articles, military training, and other defense-related services, by grant, loan, credit, or cash sales in furtherance of national policies and objectives. Security assistance is an element of Security cooperation funded and authorized by DoS to be administered by DoD/DSCA. (JP 1-02. SOURCE: JP 3-22)

**security cooperation organization** -- All DoD elements located in a foreign country with assigned responsibilities for carrying out security assistance/cooperation management functions. It includes military assistance

advisory groups, military missions and groups, offices of defense and military cooperation, liaison groups, and defense attaché personnel designated to perform security assistance/cooperation functions. Also called **SCO**. (JP 1-02. SOURCE: JP 3-22)

**strategic estimate** -- The broad range of strategic factors that influence the commander's understanding of its operational environment and its determination of missions, objectives, and courses of action. See also estimate; national intelligence estimate. (JP 1-02. SOURCE: JP 5-0)

**strategy** -- A prudent idea or set of ideas for employing the instruments of national power in a synchronized and integrated fashion to achieve theater, national, or multinational objectives. (JP 1-02. SOURCE: JP 3-0)

**subordinate campaign plan** -- A CCMD prepared plan that satisfies the requirements under a DoD campaign plan, which, depending upon the circumstances, transitions to a supported or supporting plan in execution. (JP 1-02. SOURCE: JP 5-0)

**supporting plan** -- A plan prepared by a supporting commander, a subordinate commander, or the head of a department or agency to satisfy the requests or requirements of the supported commander's plan. (Upon approval of this document, this definition is proposed for modification to JP 1-02.)

**theater** -- The geographic area for which a commander of a geographic CCMD has been assigned responsibility. (JP 1-02. SOURCE: JP 1)

**theater strategy** -- an overarching construct outlining a CCDR's vision for integrating and synchronizing military activities and operations with the other instruments of national power in order to achieve national strategic objectives. (JP 1-02. SOURCE: JP 3-0)

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